

Ref.

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Draft of the U.S.-Japanese Understanding dated April 16,
1941 (Incoming Telegram No. 234 dated April 17)

The Governments of the United States and of Japan accept joint responsibility for the initiation and conclusion of a general agreement disposing the resumption of our traditional friendly relations.

Without reference to specific causes of recent estrangement, it is the sincere desire of both Governments that the incidents which led to the deterioration of amicable sentiment among our peoples should be prevented from recurrence and corrected in their unforeseen and unfortunate consequences.

It is our present hope that, by a joint effort, both Governments establish a just peace in the Pacific and by the rapid consummation of an entente cordiale, arrest, if not dispel, the tragic confusion that now threatens to engulf civilization.

For such decisive action, protracted negotiations would seem ill-suited and weakening. We, therefore, suggest that adequate instrumentalities should be developed for the realization of a general agreement which would bind, meanwhile, both Governments in honor and in act.

It is our belief that such an understanding should comprise only the pivotal issues of urgency and not the accessory concerns which would be deliberated at a later conference and appropriately confirmed by our respective Governments.

We presume to anticipate that our Governments could achieve harmonious relations if certain situations and attitudes were clarified or improved; to wit:

1. The concepts of the United States and of Japan respecting international relations and the character of nations.

2. The attitudes of both Governments towards the European war.

3. The relations of both nations toward the China affair.

4. Naval, aerial and merchantile marine relations in the Pacific.

5. Commerce between both nations and their financial cooperation.

6. Economic activity of both nations in the South-Western Pacific area.

7. The policies of both nations affecting political stabilization in the Pacific.

Accordingly, we have come to the following mutual understanding subject, of course, to modification by the United States Government and subject to the official and final decision of the Government of Japan.

1. The concepts of the United States and of Japan respecting international relations and character of nations.

The Governments of United States and of Japan might jointly acknowledge each other as equally sovereign states and contiguous Pacific Powers.

Both Governments assert the unanimity of their national policies as directed toward the foundation of respectful confidence and cooperation among our peoples.

Both Governments might declare that it is their traditional and present concept and conviction that nations and races compose, as members of a family, one house-hold: each equally enjoying rights and admitting responsibilities with a mutuality of interests regulated by peaceful processes and directed to

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the pursuit of their moral and physical welfare, which they are bound not to destroy for others.

Both Governments are firmly determined that their respective traditional concepts on the character of nations and underlying moral principles of social order and national life will continue to be preserved and never transformed by foreign ideas or ideologies contrary to those moral principles and concepts.

11. The Attitudes of both Governments toward the European War. The Government of Japan maintains that the purpose of its Axis alliances was, and is, defensive and designed to prevent the extension of military grouping among Nations not directly affected by the European War.

The Government of Japan, with no intention of evading its existing treaty obligation, desires to declare that its military obligation under the Axis Alliance comes into force only when one of the Parties of the Alliance is aggressively attacked by a Power not at present involved in the European war.

The Government of the United States maintains that its attitude toward the European War is, and will continue to be, determined by no aggressive alliance aimed to assist any one nation against another. The United States maintains that it is pledged to the hate of war, and accordingly, its attitude toward the European War is, and will continue to be determined solely and exclusively by considerations of the protective defense of its own national welfare and security.

111. China Affair. The President of the United States, if the following terms are approved by His Excellency and guaranteed by the Government of Japan, might request the Chiang-Kai-Shek

regime to negotiate peace with Japan.

- A. Independence of China.
- B. Withdrawal of Japanese troops from Chinese territory, in accordance with an agreement to be reached between Japan and China.
- C. No acquisition of Chinese territory.
- D. No imposition of indemnities.
- E. Resumption of "open door", the interpretation and application of which shall be agreed upon at some future, convenient time between the United States and Japan.
- F. Coalescence of the Governments of Chiang-Kai-shek and of Wang-Chinese territory.
- G. No large-scale of concentrated immigration of Japanese into Chinese territory.
- H. Recognition of Manchukuo.

With the acceptance by the Chiang-Kai-shek regime of the aforementioned Presidential request, the Japanese Government shall commence direct peace negotiations with the newly coalesced Chinese Government, or constituent elements thereof.

The Government of Japan shall submit to the Chinese concrete terms of peace, within the limits of aforesaid general terms and along the line of neighborly friendship, joint defence against communistic activities and economic cooperation.

IV. Naval, aerial and mercantile marine relations in the Pacific.

A. As both the Americans and the Japanese are desirous of maintaining peace in the Pacific, they shall not resort to such disposition of their naval forces and aerial forces as to menace

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each other. Detailed, concrete agreement thereto shall be left for determination at the proposed joint conference.

B. At the conclusion of the projected conference, each nation might despatch a courtesy naval squadron to visit the country of the other and signalize the new era of peace in the Pacific.

C. With the first ray of hope for the settlement of the China affair, the Japanese Government will agree, if desired, to use their good offices to release for contract by Americans certain percentage of their total tonnage of merchant vessels, chiefly for the Pacific service, as soon as they can be released from their present commitments. The amount of such tonnage shall be determined at the conference.

V. Commerce between both Nations and their financial Cooperation. When official approvation to the present understanding has been given by both Governments, the United States and Japan shall assure each other to mutually supply such commodities as are, respectively, available or required by either of them. Both Governments further consent to take necessary steps to the resumption of normal trade relations as formerly established under the treaty of Navigation and Commerce between the United States and Japan. If a new commercial treaty is desired by both Governments, it could be elaborated at the proposed conference and concluded in accordance with usual procedure.

For the advancement of economic cooperation between both nations, it is suggested that the United States extends to Japan a gold credit in a amount sufficient to foster trade and industrial development directed to the betterment of Far Eastern

economic conditions and to the sustained economic cooperation of the Governments of the United States and of Japan.

V. VI. Economic activity of both Nations in the South-Western Pacific Area. On the pledged basis of guarantee that Japanese activities in the South-Western Pacific Area shall be carried on by peaceful means, without resorting to arms, American cooperation and support shall be given in the production and procurement of natural resources (such as oil, rubber, tin, nickel) which Japan needs. Japan Vllads The policies of both Nations affecting political stabilizations in the Pacific.

A. The Governments of the United States and of Japan will not acquiesce in the future transfer of territories or the relegation of existing states within the Far East and in the South-Eastern Pacific Area to any European Power.

B. The Governments of the United States and of Japan jointly guarantee the independence of the Philippine Islands and will consider means to come to their assistance in the event of unprovoked aggression by any third Power.

B. Japanese immigration to the United States and to the South-Western Pacific Areas shall receive amicable consideration on a basis of equality with other nationals and freedom from discrimination.

Conference.

A. It is suggested that a conference between delegates of the United States and of Japan be held at Honolulu and that this conference be opened for the United States by President Roosevelt and for Japan by Prince Konoye. The delegates could number less than five each, exclusive of experts, clerks, etc.

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B. There shall be no foreign observers at the Conference.

C. This Conference could be held as soon as possible (May 1941) after the present understanding has been reached.

D. The Agenda of the Conference would not include the consideration of the present understanding but would direct its efforts to the specification of the pre-arranged Agenda and drafting of instruments to effectuate the understanding. The precise Agenda could be determined by mutual agreement between both Governments.

Addendum.

The present understanding shall be kept as a Confidential Memorandum between the Governments of the United States and of Japan. The scope, character and timing of the announcement of this understanding will be agreed upon by both Governments. .

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C E R T I F I C A T E

Statement of Source and Authenticity

I, SHIMODA Takao, Chief of the Archives Section, Japanese Foreign Office, hereby certify that the document in English consisting of 7 pages and entitled "Draft of the U.S.-Japanese Understanding dated April 16, 1941 (Incoming Telegram No. 234, dated April 17) is an exact and true copy of an official document of Japanese Foreign Office.

Signed at Tokyo on this

6th day of August, 1946

T. SHIMODA
Signature of Official

Witness: NEZAKURA OTO

四月十六日日米兩國諒解案四月十七日來電第二三四號

日本國政府及米國政府ハ兩國間ノ傳統的友好關係ノ回復ヲ目的ト
スル全般的協定ヲ交渉シ且之ヲ締結セソカ爲茲ニ共同ノ責任ヲ受
諾ス

兩國政府ハ兩國國交ノ最近ノ疎隔ノ原因ニ付テハ時ニ之ヲ論議ス
ルコトナク兩國民間ノ友好的感情ヲ惡化スルニ至リタル事件ノ再
發ヲ防止シ其ノ不測ノ發展ヲ制止スルコトヲ衷心ヨリ希望ス

兩國共同ノ努力ニ依リ太平洋ニ消戰ニ基ク平和ヲ樹立シ兩國間ノ
懇切ナル友好的諒解ヲ速カニ完成スルコトニ依リ文印ヲ題沒セン
トスル悲シムヘキ混亂ノ脅威ヲ一掃センコトニ其ノ不可能ナル
ニ於テハ速カニ之ヲ擴大セシメサラソコトハ兩國政府ノ切實ニ希
望スル所ナリトス

前記ノ決定的行動ノ爲ニハ長期ノ交渉ハ不適當ニシテ又優柔不斷
ナルニ鑑ミ茲ニ全般的協定ヲ成立セシムル爲兩國政府ヲ道義的ニ

拘束シ其ノ行爲ヲ規律スルキ適當ナル手段トシテ文書ヲ作成スル
コトヲ提議スルモノナリ

右ノ如キ了解ハ之ヲ緊急ナル重要問題ニ限局シ會議ノ審議ニ附リ
後ニ適宜兩國政府間ニ於テ確認シ得ヘキ附隨的事項ハ之ヲ含マシ
メサルヲ適當トス

兩國政府間ノ關係ハ左記ノ諸點ニ付事關ヲ明瞭ニシ又ハ之ヲ改善
シ得ルニ於テハ著シク調停シ得ヘシト認メラル

一、日本兩國ノ拘懷スル國際觀念並ニ國家觀念

二、歐洲戰爭ニ對スル兩國政府ノ態度

三、支那事變ニ對スル兩國政府ノ關係

四、太平洋ニ於ケル海軍兵力及航空兵力並ニ海運關係

五、兩國間ノ通商及金融提議

六、南西太平洋方面ニ於ケル兩國ノ經濟的活動

七、太平洋ノ政治的安定ニ關スル兩國政府ノ方針

前述ノ事情ヨリ茲ハ左記ノ了解ニ到達シタリ右了解ハ米國政府ノ修正ヲ經タル後日本國政府ノ最後の且公式ノ決定ニ俟ツヘキモノトス

一、日米兩國ノ抱懷スル國際觀念及國家觀念

日米兩國政府ハ相互ニ其ノ對等ノ獨立國ニシテ相隣接スル太平洋洋界國タルコトヲ承認ス

兩國政府ハ恒久ノ平和ヲ確立シ兩國間ニ相互ノ尊敬ニ基ク信頼ト協力ノ新時代ヲ創サントヲ希望スル事實ニ於テ兩國ノ國民ノ一致スルコトヲ明白ニセントス

兩國政府ハ各國並ニ各人種ハ相據リテ八紘一字ヲ爲シ等シク權利ヲ享有シ相互ニ利益ハ之ヲ平和的方法ニ依リ調適シ精神の故ニ物質的ノ福祉ヲ追求シ之ヲ自ラ擁護スルト共ニ之ヲ破壞セサルヘキ責任ヲ容認スルコトハ兩國政府ノ傳統的確信ナルコトヲ

聲明ス

兩國政府ハ相互ニ兩國固有ノ傳統ニ基ク國家觀念及社會的秩序
竝ニ國家生活ノ基礎タル道義的原則ヲ保持スヘク之ニ反スル外
來思想ノ跳梁ヲ許容セサルノ鞏固ナル決意ヲ有ス

二、歐洲戰爭ニ對スル兩國政府ノ態度

日本國政府ハ樞軸同盟ノ目的ハ防禦的ニシテ現ニ歐洲戰爭ニ參
入シ居ラサル國家ニ軍事の運轉關係ノ擴大スルコトヲ防止スル
ニ在ルモノナルコトヲ闡明ス

日本國政府其ノ現在ノ條約上ノ義務ヲ免レントスルカ如キ意思
ヲ有セス尤モ樞軸同盟ニ基ク軍事上ノ義務ハ該同盟締約國獨逸
カ現ニ歐洲戰爭ニ參入シ居ラサル國ニ依リ積極的ニ攻撃セラレ
タル場合ニ於テノミ發動スルモノナルコトヲ闡明ス

米國政府ハ其ノ歐洲戰爭ニ對スル態度ハ現在及將來ニ於テ一方
ノ國ヲ援助シテ他方ヲ攻撃セントスルカ如キ攻撃的同盟ニ依リ
支配セラレサルヘキコトヲ闡明ス米國政府ハ戰爭ヲ嫌惡スルコ

トニ於テ牢固タルモノアリ從ツテ其ノ歐洲戰爭ニ對スル態度ハ
現在及將來ニ亘リ專ラ自國ノ福祉ト安全トヲ防衛スルノ考慮ニ
依リテノミ決セラルヘキモノナルコトヲ聲明ス

三、支那事變ニ對スル兩國政府ノ關係

米國大統領力左記條件ヲ容認シ且日本國政府力之ヲ保障シタル
トキハ米國大統領ハ之ニ依リ蔣政府ニ對シ和平ノ勸告ヲ爲スヘシ

シ

- 1、支那ノ獨立
- 2、日支間ニ成立スヘキ協定ニ基ク日本國軍隊ノ支那領土撤退
- 3、支那領土ノ非併合
- 4、非賠償
- 5、門戶開放方針ノ復活但シ之カ解釋及適用ニ關シテハ將來適
當ノ時期ニ日米兩國間ニ於テ協議セラルヘキモノトス
- 6、蔣政府ト汪政府トノ合流

7、支那領土ヘノ日本ノ大量的又ハ渠圖的移民ノ自制
8、滿洲國ノ承認

蔣政府ニ於テ米國大統領ノ勸告ニ應シタルトキハ日本國政府ハ
新タニ統一樹立セラルヘキ支那政府又ハ該政府ヲ構成スヘキ分
子ヲシテ直ニ直接ニ和平交渉ヲ開始スルモノトス
日本國政府ハ前記條件ノ範圍内ニ於テ且善隣友好防共共同防衛
及經濟提携ノ原則ニ基キ具體的和平條件ヲ直接支那側ニ提示ス
ヘシ

四、太平洋ニ於ケル海軍兵力及航空兵力並ニ海運關係

1、日米兩國ハ太平洋ノ平和ヲ維持センコトヲ欲スルヲ以テ相
互ニ他方ヲ脅威スルカ如キ海軍兵力及航空兵力ノ配備ハ之ヲ
採ラサルモノトス右ニ關スル具體的ノ細目ハ之ヲ日米間ノ協
議ニ課ルモノトス

2、日米會談安結ニ當リテハ兩國ハ相互ニ艦隊ヲ派遣シ儀禮的

ニ他方ヲ訪問セシメ以テ大平洋ニ平和ノ到來シタルコトヲ壽
クモノトス

3、支那事變解決ノ緒ニ着キタルトキハ日本國政府ハ米國政府
ノ希望ニ應シ現ニ就役中ノ自國船舶ニシテ停泊シ得ルモノヲ
速カニ米國トノ契約ニ依リ主トシテ太平洋ニ於テ就役セシム
ル機轉旋スルコトヲ承認ス但シ其ノ噸數等ハ日米會談ニ於テ
之ヲ決定スルモノトス

五、兩國間ノ通商及金融提携

今次ノ了解成立シ兩國政府之ヲ承認シタルトキハ日米兩國ハ各
其ノ必要トスル物資ヲ相手國力有スル場合相手國ヨリ之力確保
ヲ保證セラルルモノトス又兩國政府ハ嘗テ日米通商條約有效期
間中存在シタルカ如キ正常ノ通商關係ヘノ復舊ノ爲適當ナル方
法ヲ講スルモノトス尙兩國政府ハ新通商條約ノ締結ヲ欲スルト
キハ日米會談ニ於テ之ヲ考究シ通常ノ慣例ニ從ヒ之ヲ締結スル

モノトス

兩國間ノ經濟提携促進ノ爲米國ハ日本ニ對シ東亞ニ於ケル經濟
狀態ノ改善ヲ目的トスル商工業ノ發達及日米經濟提携ヲ實現ス
ルニ足ル金「クレデット」ヲ供給スルモノトス

六、南西太平洋方面ニ於ケル兩國ノ經濟活動

日本ノ南西太平洋方面ニ於ケル發展ハ武力ニ訴フルコトナク平
和的手段ニ依ルモノナルコトノ保障セラレタルニ鑑ミ日本ノ欲
スル同方面ニ於ケル資源例ヘハ石油、錫、ニッケル
等ノ物資ノ生産及獲得ニ關シ米國側ノ協力及支持ヲ得ルモノト
ス

七、太平洋ノ政治的安定ニ關スル兩國ノ方針

1、日米兩國政府ハ歐洲諸國カ將來東亞及南西太平洋ニ於テ領
土ノ割讓ヲ受ケ又ハ現存國家ノ併合等ヲ爲スコトヲ容認セサ
ルヘシ

2、日米兩國政府ハ比島ノ獨立ヲ共同ニ保障シ之カ挑戦ナクシ
テ第三國ノ攻撃ヲ受クル場合ノ求援方法ニ付考慮スルモノト
ス

3、米國及南西太平洋ニ對スル日本移民ハ友好的ニ考慮セラレ
他國民ト同等無差別ノ待遇ヲ與ヘラルヘシ

日 米 會 談

(1) 日米兩國代表者間ノ會談ハ「ホノルル」ニ於テ開催セ
ラルヘク合衆國ヲ代表シテ「ルーズヴェルト」大統領日本
國ヲ代表シテ近衛首相ニ依リ開會セラルヘシ代表者數ハ各
國五名以内トス尤モ專門家書記等ハ之ニ含マス

(2) 本會談ニハ第三國「オプザバー」ヲ入レサルモノト
ス

(3) 本會談ハ兩國間ニ今次了辦成立後成ルヘク速カニ開催
セラルヘキモノトス(本年五月)

(4) 本會談ニ於テハ今次了解ノ各項ヲ再證セス兩國政府ニ
於テ豫メ取極メタル議是ハ兩國政府間ニ協定セラルルモノ
トス

附 則

本了解事項ハ兩國政府間ノ秘密覺誓トス本了解事項發表ノ範圍性
質及時期ハ兩國政府間ニ於テ協定スルモノトス

C E R T I F I C A T E

Statement of Source and Authenticity

I, SHIMODA Takeso, Chief of the Archives Section, Japanese Foreign Office, hereby certify that the document in Japanese consisting of 10 pages and entitled "Draft of the U.S.-Japanese Understanding dated April 16, 1941 (Incoming Telegram No. 234, dated April 17) is an exact and true copy of an official document of Japanese Foreign Office.

Signed at Tokyo on this
6th day of August, 1946

(signed) T. Shimoda
Signature of Official

Witness: (signed) Nagaharu Odo